

## Message Text

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ACTION ARA-10

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FM AMEMBASSY SANTIAGO

TO SECSTATE WASHDC 7407

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STADIS////////////////////////////////////

FOR ASST. SECRETARY ROGERS FROM BOYATT

EO 11652: N/A

TAGS: AMGT, XM

SUBJECT: PROPOSED BUREAU REORGANIZATION

REF: 75 STATE 304849

1. I WAS IN TRAVEL STATUS WHEN YOUR INITIATIVE FOR REORGANIZING ARA WAS ANNOUNCED. OPTIMUM ORGANIZATION OF THE DEPARTMENT HAS BEEN AN AFSA CONCERN FOR SEVERAL YEARS. HAVING SPENT MANY YEARS CONTEMPLATING THE SUBJECT, DEBATING IT, AND TESTIFYING ON IT, I WILL PERMIT MYSELF ONE MORE ACT OF HUBRIS IN THE FORM OF THE FOLLOWING IRREVERENT THOUGHTS.

2. BY NOW YOU WILL HAVE RECEIVED A FULL DOSE OF HEALTHY CYNICISM IN THE REPLIES TO YOUR ORIGINAL CABLE. SUCH CYNICISM IS BASED ON THE SHARED EXPERIENCE THAT ALL REORGANIZATIONS, THOUGH TEMPORARY IN MOST RESPECTS, HAVE A NET RESULT OF MORE POSITIONS (PEOPLE) IN WASHINGTON AND ADDITIONAL STAFF AROUND THE REORGANIZER. FOR REASONS OF EFFICIENCY AND CREDIBILITY, I WOULD URGE THAT YOUR REORGANIZATION RESULT IN:

- A REDUCTION OF PERSONNEL IN ARA.
- A REDUCTION IN THE ASSISTANT SECRETARY'S STAFF.
- A REDUCTION IN THE NUMBER OF DEPTY ASSISTANT SECRTARIES.

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THE POSITIONS FREED COULD BE DIVIDED BETWEEN THE INSATIABLE

MAW OF LARRY'S PPG AND THOSE EMBASSIES IN THE FIELD WHICH HAVE BEEN STEADILY LOSING POSITIONS SINCE BALPA DAYS IN THE MID-60S.

3. A REDUCTION IN NUMBERS SHOULD BE MATCHED BY MEASURES DESIGNED TO SIMPLIFY THE BUREAUCRATIC ORGANIZATION ITSELF AND TO DECREASE THE HIERARCHY THEREIN. WITH RESPECT TO SIMPLIFICATION, REDUCTION OF THE NUMBER OF DEPUTY ASSISTANT SECRETARIES IS A SOLID FIRST STEP. DISMANTLING OF THE ARA/NSC-IG AND THE ARA/LA/PLC BUREAUCRATIC STRUCTURES WOULD BE AN ADDITIONAL MOVE IN THE RIGHT DIRECTION. MAINTAINING A LARGE BUREAUCRACY DESIGNED TO FACILITATE THE POLICY MAKING PROCESS HAS THE UNFORTUNATE RESULT OF PERPETUATING ENORMOUS PAPER FLOWS AND MONSTERS LIKE THE CASP WITHOUT, IN FACT, MAKING IT EASIER TO COME TO GRIPS WITH DIFFICULT OR SUBTLE POLICY DECISIONS. THE CASE OF CHILE, 1975 IS AN EXCELLENT EXAMPLE OF THIS. IT WOULD BE FAR BETTER TO CONSTRUCT AD HOC GROUPS COMPOSED OF INTERESTED OFFICERS FROM THE BUREAU AS REORGANIZED (SEE BELOW) TO DEAL WITH POLICY ISSUES ON AN ANNUAL BASIS AND/OR AS THEY ARISE. THIS IS THE WAY AN EMBASSY OPERATES IN THE FIELD WITH THE CASP ITSELF AS WELL AS OTHER POLICY QUESTIONS, AND ARA WOULD BE SMALLER AND MORE EFFICIENT IF IT DEALT WITH POLICY THE SAME WAY.

4. REGARDING THE CONCEPT OF LESSENING THE HIERARCHY IN THE BUREAU I AM CONVINCED BY LAWRENCE MEAD'S ESSENTIAL ARGUMENT (OCTOBER ISSUE OF FOREIGN SERVICE JOURNAL) THAT THE STATE DEPARTMENT'S STRONG EMPHASIS ON HIERARCHY STIFFLES A CREATIVE, INNOVATIVE, COURAGEOUS (AND SOMETIMES RATIONAL) POLICY MAKING PROCESS. ALL TOO OFTEN DECISIONS ARE CARRIED BY THE WEIGHT IN THE HIERARCHY OF THE SENIOR PERSON AND NOT BE THE WEIGHT OF THE INDIVIDUAL POLICY ARGUMENTS THEMSELVES. OBVIOUSLY, SOME DEGREE OF HIERARCHY IS NECESSARY. HOWEVER, YOUR REORGANIZATION PROVIDES THE OPPORTUNITY TO PIONEER SOME LIBERATING CHANGES. FOR EXAMPLE, THE BUREAU COULD BE COMPOSED OF DEPUTY ASSISTANT SECRETARIES, OFFICE DIRECTORS, AND ALL THE REST. THE "ALL THE REST" WOULD HAVE RESPONSIBILITIES EXPRESSED IN JOB SPECIFIC TERMS AND NOT IN RANK TERMS. THERE WOULD BE NO "OFFICER IN CHARGE" OF THIS OR THAT BELOW THE DIRECTOR LEVEL. THERE WOULD ONLY BE OFFICERS DEALING WITH PERUVIAN/POLITICAL LIMITED OFFICIAL USE

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AFFAIRS, LABOR OR WHATEVER. THE LACK OF HIERARCHY IN THIS KIND OF ORGANIZATION WOULD FACILITATE THE CREATION AND DISSOLUTION OF WORKING GROUPS ADDRESSING SPECIFIC PROBLEMS OR POLICIES IN A MANNER THAT WOULD STIMULATE THE FREE FLOW OF IDEAS AND APPROACHES.

5. KEEPING IN MIND THE ABOVE EXHORTATIONS, HOW SHOULD THE BUREAU BE REORGANIZED? I WOULD RECOMMEND THE DIVISION OF ARA

INTO THREE SECTIONS, EACH HEADED BY A DEPUTY ASSISTANT SECRETARY AS FOLLOWS: A DAS FOR BILATERAL AFFAIRS; A DAS FOR REGIONAL/FUNCTIONAL AFFAIRS; AND A DAS FOR PUBLIC AFFAIRS. ADMINISTRATIVE FUNCTIONS WOULD BE HANDLED AS NOW BY AN EXECUTIVE DIRECTOR AND STAFF.

6. BILATERAL AFFAIRS. THIS PART OF THE BUREAU, RESPONSIBLE TO A SINGLE DAS, WOULD CONSIST OF OFFICE DIRECTORS RESPONSIBLE FOR ONE OR MORE COUNTRIES ONLY REPEAT ONLY IN THE AREAS OF POLICY DEVELOPMENT AND EMBASSY SUPPORT. CONGRESSIONALS, PRESS CONTACTS, AID BACKUP AND THE MYRIAD OTHER CONCERNS THAT NOW DISTRACT THE SO-CALLED COUNTRY DIRECTORS WOULD BE ASSIGNED TO FUNCTIONAL OFFICES.

7. FUNCTIONAL/REGIONAL AFFAIRS. THIS SECTION, ALSO REPORTING TO A SINGLE DAS, WOULD CONSIST OF SEVERAL OFFICE DIRECTORS DEALING WITH THOSE MATTERS WHICH BECAUSE OF THEIR FUNCTIONALITY OR REGIONALITY CUT ACROSS COUNTRY SPECIFIC LINES. A SEPARATE DIRECTOR WOULD HANDLE AID, TRADE, FINANCE, OAS, MILITARY AFFAIRS, ETC.

8. PUBLIC AFFAIRS. THIS SECTION, ALSO HEADED BY A SINGLE DAS, WOULD CONSTITUTE THE BUREAU'S "PEOPLE" GROUP. RESPONSIBILITIES WOULD INCLUDE ALL DEALINGS WITH THE PRESS, THE PUBLIC, CONGRESS AND USIA, VOA; IN SHORT, ANY AREA IN WHICH THE BUREAU DEALS DIRECTLY OR INDIRECTLY WITH THE PUBLIC SECTOR.

9. THE ABOVE ORGANIZATIONAL APPROACH IS AS ARBITRARY AS ANY OTHER. ITS GREAT VIRTUE IS THAT IT SIMPLIFIES AND DEBUREAUCRATIZES ARA'S STRUCTURE AND FUNCTIONING TO A LARGE EXTENT. THE BILATERAL DAS AND STAFF WOULD DEAL WITH COUNTRY SPECIFIC POLICY AND OPERATIONAL PROBLEMS WHILE THE FUNCTIONAL/REGIONAL DAS AND HIS STAFF WOULD DO THEIR MULTILATERAL THING. AD HOC LIMITED OFFICIAL USE

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WORKING GROUPS WOULD BE FORMED TO WRITE NECESSARY BASIC POLICY DOCUMENTS OR TO DEAL WITH EMERGENT POLICY OR OPERATIONAL PROBLEMS, AND THEN BE DISSOLVED.

10. THESE PROPOSALS ARE NOT WITHOUT REAL DRAWBACK. AMONG THE MOST SERIOUS ARE:

- THE AID FUNCTION IN THE BUREAU WOULD BE REDUCED TO AN OFFICE DIRECTORSHIP UNDER THE FUNCTIONAL DAS. WHILE I THINK THIS IS AN ACCURATE REFLECTION OF REALITY, AID WILL OBVIOUSLY REQUIRE SPECIAL HANDLING. IN FACT, I WOULD ARGUE THAT THE DAS FOR FUNCTIONAL/REGIONAL AFFAIRS SHOULD BE AN AID OFFICER.

- PRACTICALLY EVERY FUNCTIONAL OFFICE ESTABLISHED IN ARA WILL PARALLEL, COMPETE WITH AND THREATEN A FUNCTIONAL BUREAU OR

OFFICE ELSEWHERE IN THE DEPARTMENT OR IN THE GOVERNMENT, E.G.,  
AN EFFECTIVE CONGRESSIONAL OFFICE IN ARA WILL THREATEN H;  
A FUNCTIONAL TRADE OFFICE IN ARA WILL THREATEN EB, ETC.

- THE NORMAL BUREAUCRATIC JEALOUSY AND FRICTION WHICH ATTENDS  
EVERY REORGANIZATION WILL INTENSIFY WITH A REORGANIZATION  
WHICH INVOLVES REDUCTIONS IN POSITIONS/PEOPLE.

11. IN ANY CASE, GOOD LUCK WITH THE REORGANIZATION.  
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